

**Commonwealth of Virginia Emergency Operations Plan  
Emergency Support Function #13**

**Emergency Support Function – No. 13  
PUBLIC SAFETY AND SECURITY**

**Primary Agency:**

Virginia State Police (VSP)

**Support Agencies:**

- Department of Alcohol and Beverage Control (ABC)
- Department of Conservation and Recreation (DCR)
- Department of Corrections (VDOC)
- Department of Criminal Justice Services (DCJS)
- Department of Forestry (VDOF)
- Department of Game and Inland Fisheries (VDGIF)
- Department of Military Affairs (DMA)
- Department of Motor Vehicles (DMV)
- Department of Transportation (VDOT)
- Marine Resources Commission (VMRC)

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**Introduction**

**Purpose**

Emergency Support Function (ESF) #13 – Public Safety and Security integrates state-level public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual incidents.

ESF #13 generally is activated in situations requiring extensive assistance to provide public safety and security and where local government resources are overwhelmed or are insufficient, or in pre-incident or post-incident situations that require protective solutions or unique capabilities.

**Scope**

ESF #13 provides a mechanism for coordinating and providing support to local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual incidents.

In this annex, law enforcement operations are addressed in three sections: traffic control, civil disturbance/terrorism and military support.

**Mission**

ESF #13 capabilities support incident management requirements including personnel and critical infrastructure protection, security planning and technical assistance, technology support, and public safety in both pre-incident and post-incident situations.

The mission of ESF #13 is to minimize public confusion and turmoil during disaster or large-scale emergency operations by providing effective law enforcement services, such as the enforcement of laws, traffic control, the investigation of crimes, the security of evacuated areas, and the protection of life and property.

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### Organization

- A. Local law enforcement officials are responsible for these services within their jurisdictions. State assistance is provided within jurisdictions only when requested by local government officials. The VSP when requested will provide necessary assistance.

The VSP coordinates the provision of state law enforcement assistance to localities. Also, support can be provided by other state agencies that have law enforcement authorities such as:

1. Department of Game and Inland Fisheries
2. Department of Motor Vehicles
3. Department of Forestry
4. Department of Military Affairs
5. Department of Aviation
6. Department of Conservation and Recreation, Division of State Parks
7. Marine Resources Commission
8. Department of Alcoholic Beverage Control
9. Law enforcement personnel of other state agencies, when requested, for specific mission assignments

- B. The VSP is organized geographically into seven Field Divisions to support its mission.

### Policies

- State and local government law enforcement agencies, and recognized private sector and Federal authorities have - within certain prescribed jurisdictional limits - primary

responsibility for public safety and security, and typically are the first line of response and support in these functional areas.

- Through ESF #13, state or other law enforcement resources – when requested or required, as appropriate – are integrated into the incident command structure using National Incident Management System (NIMS) principles and protocols.
- ESF #13 primary agencies facilitate coordination among supporting agencies to ensure that communication and coordination process are consistent with stated incident management missions and objectives.
- ESF #13 coordinates the implementation of state authorities that are appropriate for the situation and may provide rescue efforts, protection and security resources, planning assistance, technology support, and other technical assistance to support incident operations.
- This annex does not usurp or override the policies or Mutual Aid Agreements of any local government, private sector law enforcement agency, or Federal agency. The Mutual Aid Agreements between other law enforcement agencies will stand alone on their own merit and agreement.
- The Emergency Management Assistance Compact (EMAC) is established for assistance from other out of state agencies. Law enforcement activities and criminal investigations will be conducted in conformance with existing codes and statutes.

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### Relationship to Other Plans:

ESF #13 provides the conduit for utilizing and incorporating the extensive network of public safety and security coordination established within the Commonwealth of Virginia for steady-state prevention efforts through a variety of interagency plans.

### Concept of Operations

- A. In the event of an emergency or disaster, the VSP will follow the procedures outlined in the *Department of State Police Emergency Operations Manual and Critical Incident Plan*, published separately. These manuals provide step-by-step procedures for effective organization, logistics and tactics used in situations requiring a coordinated effort. The manuals are designed to outline the Department's established standard operations procedures. It is not intended to embrace all of the details of various contingencies or our response to them; rather, it is designed to provide sufficient guidance and direction to enable the development and deployment of more detailed operational plans.
- B. There is sufficient latitude to allow the on-site supervisor to tailor the emergency operational plan to a specific operation. If needed, other state law enforcement agencies will supplement manpower and resources. Concerning logistics, VSP personnel operating in a disaster situation, will utilize the Department's supplies and equipment. Supplemental personnel from other state agencies and quasi-public organizations will utilize supplies and equipment provided by the parent agency, unless otherwise furnished by VSP.
- C. During large-scale evacuations, wherein large numbers of evacuees are traveling on highways from one locality to another, VSP will assist to facilitate such movement and to minimize traffic congestion. This will require close coordination with the VEOC and the VDOT Traffic Control Center. A VSP representative will be dispatched to each location upon request; typically beginning with the earliest stages of increased readiness. A VSP representative will also be dispatched to each affected locality where he/she will work directly with the local Sheriff or Chief of Police. More detailed procedures are included in the *Virginia Hurricane Response Plan*, *VDOT Lane Reversal Plan* and in the *VDOT Emergency Operations Plan*.
- D. The Governor will authorize the use of Virginia National Guard (VANG) resources to provide law enforcement services should an emergency or disaster situation warrant such action. VANG units will be given mission type or specific orders only; they will not be assimilated into state or local law enforcement organizations without proper direction.
- E. Local Mutual Aid Agreements will be recognized and utilized to the utmost of their capabilities.
- F. No use will be made of private security agencies or volunteers unless they are sworn and trained special deputies or auxiliary police. Such personnel will be the responsibility of the public safety agency which appoints and utilizes them.
- G. Although local civil authorities have primary responsibility for civil disorder and counter-terrorist activities, the situation may quickly exceed their capability requiring them to request state assistance. The procedures for requesting state assistance in response are essentially the same for civil disturbances and for terrorist activities.

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- H. The VSP's Virginia Criminal Information Network (VCIN) is used by the VEOC for emergency notification and warning. Local law enforcement usually serves as the local 24-hour warning point and provides other communications services as well.
- I. Law enforcement responsibilities for Search and Rescue are addressed in ESF #9.
- J. Law Enforcement agencies will utilize a communication system known as Commonwealth Link to Interoperable Communication (COMLINC) for interoperability communication purposes during a large event to include disasters or civil disturbances. This interoperability communication is between local and state regional public safety agencies. VSP will be responsible for activating and deactivating the COMLINC system from their Division Headquarters. The users of the COMLINC will only use plain language or common language. No 10-codes will be used while the radios are switched over to the COMLINC mode.

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## Section – 1 Traffic Control

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### Mission

VSP will assist localities, in coordination with the VDOT, to provide for the orderly flow of highway traffic in and around areas affected by emergencies. In the event that interstate highways are needed for evacuation or military mobilization VSP will coordinate traffic control operations. If there is a need for a multi-jurisdictional traffic control incident, VSP will assume command until traffic flow is minimized and the local jurisdiction can handle such responsibility.

### Organization

Local law enforcement officials are responsible for highway and street traffic control within their jurisdictions. City maintenance crews and local VDOT residency shops routinely provide for traffic control in conjunction with highway maintenance and repair activities. VDOT residency shops are, in effect, local resources. State assistance is provided when local resources are overwhelmed and requested.

### Concept of Operations

A. As appropriate, VSP will provide traffic control assistance to localities in coordination with the VEOC and the VDOT Operations and Security Division (OSD). Such assistance will be in accordance with the *VSP Disaster Plan*, *Critical Incident Plan*, and the *Virginia Traffic Improvement Plan*, each published separately.

- B. VDOT in conjunction with VSP will open essential routes for the delivery of goods and the movement of people in support of emergency operations. They will also monitor traffic movement and provide current information to the VEOC.
- C. A major hurricane threatening coastal areas may prompt a large-scale evacuation. Estimates are that, in a “worst case” scenario (i.e., major hurricane during the height of the beach tourist season), as many as 270,000 persons may be evacuating inland over a three-day period. This would result in a very serious traffic control problem in the metropolitan Tidewater area, which is urbanized and has very limited routes of egress. A major hurricane threatening the North Carolina coast may also present serious traffic control problems in the metropolitan Tidewater area. Reference the *Virginia Hurricane Response Plan* and the *Critical Incident Plan*.
- D. A large disaster may destroy portions of the highway system and require traffic to make long detours. VDOT will restore the roadway system in accordance with established priorities.

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Section 2 – Civil Disturbance/Terrorism

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**Mission**

To set forth procedures for providing state law enforcement personnel and equipment to assist local law enforcement agencies with large-scale evacuations, civil disturbances, or other emergency situations where local law enforcement capabilities are or, threaten to be, overwhelmed.

**Organization**

VSP will provide assistance to local law enforcement agencies as needed to respond to an emergency situation. If the situation is more than the local police and the VSP can reasonably handle the Virginia National Guard may be requested.

**Concept of Operations**

- A. If local law enforcement personnel are unable to cope with an emergency situation, VSP should be requested and the VEOC will be notified. The requesting local authority should contact the nearest State Police Division Headquarters. VSP will make proper notification through their chain of command of their responsibilities and obligations to the Governor.
- B. If the combined local and State Police forces are unable to contain a civil disturbance or terrorist act, the Superintendent of State Police, in concert with local authorities, should notify the Governor, through the VEOC, to immediately request that the National Guard be called out. If the Governor determines that VANG assistance is necessary, he will, through the Adjutant General, designate the units to be called out and specify their assignments.

- C. The VANG assistance will be a complement to, but not a substitute for, civil law enforcement during civil disturbances or terrorist acts. The VANG may also be called into active federal service by the President of the United States for an incident that exceeds the full capabilities of local and state government resources.
- D. When the situation is one of life and death, local VANG unit commanders may respond to emergency mission-type requests received directly from civil authorities within their supported jurisdictions without waiting for higher approval and will document exceptions as necessary.
- E. Security must be provided for fire service and EMS personnel when they are working in areas subject to hostile actions. In addition, security must be maintained during emergencies for critical or essential facilities such as public shelters, essential communications facilities, hospitals, etc. VSP will follow the procedures outlined in the VSP Tactical Field Force Manual. The VSP Tactical Teams to include K-9's will also be utilized.
- F. If no evidence of security is present in areas affected by the disaster, looting and other criminal activities are likely to occur. All persons suspected or accused of committing criminal acts will be treated in the same manner as would be the case during non-disaster situations. VSP personnel will be guided by the Critical Incident Plan and *VSP Disaster Plan*, published separately.

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**Section 3 – Military Support**

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Reference ESF #16 Military Support